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MASSACHUSETTS BOARD OF EDUCATION

ANNUAL REPORT
1979-1980

THE COMMONWEALTH OF MASSACHUSETTS

MASSACHUSETTS BOARD OF EDUCATION

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BOARD CHAIRPERSON'S LETTER

On behalf of my colleagues on the Board of Education, I am pleased to submit the Fiscal Year 1980 Annual Report of the activities of the Board and Department of Education. This 143rd report provides the citizens of the Commonwealth with an account of progress made under specific objectives.

The Board was presented this year with the findings from the 1979 Statewide Assessment of reading, writing and mathematics skills of high school seniors in Massachusetts. School districts are using these data for the purpose of setting local standards for the state basic skills tests in the 1980-81 school year.

Highest priority was directed to the improvement of state aid to education on an equalizing basis. This effort was conducted in conjunction with educational associations and other organizations which share the Board's goal of equal educational opportunity. Continued support was given to magnet approaches to voluntary integrated education.

A Study Committee on Middle School/Junior High School was formed and proceeded to conduct a review of the literature and practices in this area. A definition and set of basic assumptions were developed and draft recommendations on the environment and learning objectives for early adolescents were advanced.

A comprehensive review of evaluation practices for federal and state grants awarded by the Department was conducted during 1979-80. The purpose of this review was to improve the quality of program evaluation so that better information can be provided to the public, local officials and the Board.

In December 1979 the Board approved a grant for the development and implementation of a dissemination effort mounted by the Division of Occupational Education. The grant was to better inform minority, limited English-speaking, and special needs students and their parents of career choices available through state and federally supported occupational education.

Under the direction of the Deputy Commissioner for Program Operations, a report on the effectiveness of all Department advisory committees and commissions was completed and the results were presented to the Board in April. The aim of this review was to make recommendations to help strengthen, modify, continue or phase out present advisory groups so as to assure that the system of public involvement and public advice available to the Board and Department continues to be fully representative. This review is to become a regular activity of the Department.

The Board approved a grant to retrain teachers for new careers in computer technology. The first High Technology Institute for Educational Personnel has been funded and is currently in operation at South Middlesex Regional Vocational School. This is a unique venture nationally.

The Board created a public forum at its February meeting for discussion of the so-called "Truth in Testing" bills that were being considered by the 1980 session of the Great and General Court.

The Board also established a new policy for funding community-based organizations under the federal Vocational Education Act. Six bills were developed for the Board's 1980 Legislative Packet.

I wish to express my deep appreciation to present and former members of the Board and to Commissioner Gregory R. Anrig and the Department of Education staff for their counsel, cooperation and excellent record of accomplishment during 1979-80.

Anne H. McHugh
Chairperson
Board of Education

COMMISSIONER'S LETTER

The Annual Report of the Department of Education describes the goals, priorities and objectives of the Board of Education during the 1979-80 school year.

Significant progress was made this year in implementation of the Board's Policy on Basic Skills Improvement. A structure for initiation was created and a state testing instrument in listening skills was developed and approved by the Board. Throughout Fiscal Year 1980 the Department continued to assist school districts and to monitor the progress of improvement plans in the areas of reading, mathematics and writing.

Other achievements of particular note included the beginning of a comprehensive two-year study of special education. In addition, the Department provided technical assistance to special education services of the Boston Public Schools. Sixty percent of the compliance issues with regard to facilities have now been corrected, and substantial progress in meeting the majority of non-compliance issues has been achieved. The Department has continued monitoring discrimination in the assignment of minority children to special education programs. Through joint grants from the Divisions of Occupational Education and Special Education, \$4 million was awarded to continue and expand vocational education for special needs students.

During FY80, a period of overall enrollment decline, high school enrollments in occupational education and adult education of minorities, handicapped and limited-English speaking students increased significantly. Federal funding and program development efforts were directed to these populations.

Emphasis continued to be placed on the development of programs in high technology fields for secondary and post-secondary school students aimed at meeting the employment needs of students and those of expanding Massachusetts-based industries.

The accomplishments described in this report reflect the work of the Board of Education and my colleagues in the Department of Education. I am deeply grateful for the continued support of local school officials, the Legislature and the public.

Gregory R. Anrig
Commissioner of Education

INTRODUCTION

The *1979-1980 Annual Report of the Massachusetts Department of Education* is organized under headings which outline a long-range state role in governance of public elementary, secondary and adult education. The following elements provided a framework for achieving Board of Education goals for public education in the Commonwealth of Massachusetts: educational program improvement, organizational strengthening and capacity-building, equalization of educational opportunity, public accountability, interagency coordination, and efficient agency management.

Each priority has been reported or acted upon in Board meetings during 1979-80 and written reports of progress, or the lack of it, have been submitted monthly to the Board. The following report summarizes where these objectives have been attained and where they have not.

EDUCATIONAL PROGRAM IMPROVEMENT

The state role is to assure equal access to educational offerings for all students regardless of race, color, sex, religion, national origin, or economic condition. To meet individual needs, the Department of Education promotes diversity and quality in educational programs. The state educational agency also administers state and federal funds so that areas in need of improvement are addressed and assistance provided in evaluating the quality and outcomes of educational programs.

POLICY ON BASIC SKILLS IMPROVEMENT

Structure to implement reading, mathematics and writing improvement plans completed.

Efforts were undertaken during 1979-80 to create the structure needed to implement the Board's Policy on Basic Skills Improvement. To assist school districts in submitting secondary level basic skills improvement plans, simple forms and procedures were developed and provided to all school systems. These plans were then reviewed and acted upon for the areas of reading, mathematics and writing. Designees of regional education councils received training and technical assistance to help Department staff with this process. Reviews of these plans were to continue through early fall, 1980. As a result of these efforts, the structure for implementation was created in time for the 1980-81 school year as called for by the policy.

State and commercially available listening tests approved for use

Final versions of secondary level state tests in reading, writing, and mathematics were made available to school districts in FY80, and the list of approved commercially available tests has been expanded and distributed to schools. A state test instrument in listening was developed and approved by the Board for use by schools during the 1981-82 school year. A commercially available listening test was reviewed and has been approved for school district use, and criteria for approving locally developed listening tests have also been approved. A *Resources for Schools* publication on listening and speaking was in its final stage of development and will be made available to schools this fall.

A delay in implementing the speaking requirements called for in the Basic Skills Improvement Policy was approved by the Board. This delay was recommended by the Advisory Committee because of the absence of satisfactory commercial tests for this skill and feasibility problems with the state test developed and field-tested in FY80.

Workshops on teaching basic skills held for teachers

During FY80, 95 regional workshops were held on programs and techniques for more effective teaching of basic skills. Specific training in holistic scoring was given to chief readers from each school district for the evaluation of writing skills. The Division of Curriculum and Instruction held workshops on the use of visual and performing arts in teaching basic skills. Successful techniques and planning processes for establishing basic skills standards were disseminated at the workshops, based on the findings of the task force groups of the Advisory Committee on Basic Skills Improvement. Although special emphasis was given to reaching

classroom teachers, a total of 3,424 teachers and other school personnel attended these workshops. These sessions, and the number of school personnel reached by them, proved to be an essential element in effective implementation of the policy.

A plan has been developed for coordinated activities of the Division of Curriculum and Instruction, Bureau of Research and the Assessment, and the Commonwealth Inservice Institute. Twenty school district projects for the improvement of basic skills performance were approved by the Commonwealth Inservice Institute. The Bureau of Media Services provided 36 workshops demonstrating the use of educational television broadcast series for basic skills programming. The April 1980 issue of *Common Wealth*, featuring the MET broadcast series, can be a beneficial reference in the teaching of basic skills. Workshops on basic skills for gifted and talented students were presented at several regional meetings and statewide conferences. The Southeast Regional Student Service Center wrote and published a newsletter, *Basic Skills Improvement*, which was distributed to all high schools in the region.

EDUCATION FOR SPECIAL NEEDS STUDENTS

Special education services under continued monitoring

The program review system for special education was strengthened with an increased emphasis on findings from program audits, compliance reviews, and follow-up assistance. A total of 8 school districts received program audits, 34 school districts underwent compliance reviews, and 140 school districts received follow-up assistance. Additionally, 48 technical assistance grants to address compliance issues were approved by the Board. These efforts represent a continuing effort by the Division of Special Education to assure that special needs students receive the services to which they are entitled and to help improve the effectiveness of those services. The impact of this monitoring will be assessed by the two-year evaluation of Chapter 766 now being conducted.

Boston Public School's special education programs received assistance to follow up on the 1979 audit findings

Special technical assistance efforts, through the Greater Boston Regional Education Center, were made during FY80 to follow up on the findings from the 1979 special education program audit of the Boston Public Schools. On-site visits were made to Boston schools to follow up on all compliance issues regarding physical facilities. Monitoring of programs and assistance to schools were provided in minority, bilingual, and early childhood special education. Training programs were provided to teachers and administrators in 90 elementary schools to assist regular classroom teachers prior to referring children for special education. In addition, 30 special educators received training in the development of Individual Education Plans. The Boston Public Schools accepted all the recommendations of the Department. Sixty percent of the compliance issues with regard to facilities have now been corrected, and significant progress in meeting the majority of non-compliance issues has been achieved.

Private schools monitored on a stepped-up schedule

Monitoring of private special education schools was strengthened through monthly training sessions for Regional Review Board chairpersons. More intensive training is needed for all Regional Review Board members, and continued training has been planned for FY81. Following a stepped-up schedule, 190 private schools were monitored during FY80—a significant increase in overseeing these private institutions.

Department of Mental Health's takeover of educational services for students over age 22 in state institutions completed

Assistance was given to the Department of Mental Health to provide for its takeover, by July 1, 1980, of full educational services for the population of students over age 22 in state institutions, in accordance with provisions enacted by the Legislature in the FY80 state budget. An implementation plan was developed and submitted to the Legislature. Approximately \$3.4 million to provide continuous services has been obtained in the FY81 budget. Contracts to continue all services were being prepared at the end of FY80 by the Department of Mental Health's regional offices with technical assistance from the Bureau of Institutional Schools. During 1979-80, 734 previously institutionalized students have been placed full-time in community-based programs. An additional 150 students have been added to the Local Incentive Grant Program.

Comprehensive two-year study of special education initiated

With the completion of five school years since the effective date of Chapter 766, assessment of the law's effectiveness was deemed appropriate. Using data already collected to the maximum extent a comprehensive two-year study of special education in the Commonwealth was designed and initiated. Requests for proposals have been distributed for data studies. Initial phases of data review and analysis were planned to proceed during the summer and early fall 1980. A representative advisory panel has been formed to oversee this study.

Department continued monitoring of communities to assure proportionate assignment of minority children to special education

Analysis of school district data was continued to determine if there was a substantially disproportionate assignment of minority students to special education. Monitoring of the communities cited during FY79 has been conducted, and final reports were to be submitted by June 30, 1980. All nine communities cited during FY80 have responded to the Department's request for action plans. Three of the four plans (Falmouth, New Bedford, and Pittsfield) from school districts cited for the first time this year have been reviewed by Department staff, and approval was anticipated by June 30, 1980. Negotiations were continuing with the Lawrence Public Schools to develop an acceptable action plan. The Department now has a continuing capacity to carry out its statutory responsibility to protect against discrimination in the assignment of minority children to special education programs.

Occupational education programs for special needs students expanded

Occupational education programs for special needs students at the secondary school level were expanded through joint grants from the Divisions of Occupational Education and Special Education. Three million dollars (\$1.8 million from Special Education and \$1.2 million from Occupational Education) was awarded to 41 school districts for 33 occupational skill training programs and 8 pre-vocational assessment programs serving over 2,500 secondary students with special needs. An additional \$1 million for special needs occupational programs was awarded directly by the Division of Occupational Education. All programs were operational in FY80 and had applied for refunding for FY81. Support for such programs was promoted by a special seminar in Washington, D.C., for 41 superintendents of schools from Massachusetts who met with national experts in this field. Each has taken follow-up action to expand vocational education for special needs students.

BOARD OF EDUCATION’S POLICIES ON OCCUPATIONAL EDUCATION

High school enrollments in occupational education of priority populations greatly increased

Federal funding decisions and program development efforts were directed to the increased enrollments in occupational education of minority, handicapped, female, and limited English-speaking students. Priority was given to fields in which employment opportunities are expanding. High school enrollments in occupational education of priority populations increased significantly in FY80.

Increase in Enrollment	
Minorities.....	2,470
Handicapped.....	2,500
Limited-English Speaking.....	970

This represents significant progress during a period of overall enrollment decline.

Programs in high technology fields developed for secondary and postsecondary school students

Greater emphasis was given to the development of secondary and postsecondary programs aimed at meeting the employment needs of Massachusetts-based industries which are expanding, such as high technology firms and industries which are newly locating in the Commonwealth. These efforts were closely coordinated with CETA and the State Employment and Training Council. Nine new high technology programs (six through community colleges and three through school districts) were funded for a total of \$356,750 to serve 445 underemployed adults. High technology training programs designed to prepare electronics technicians received \$950,000 in funding. The CETA Office of the Department of Education funded ten skill training programs in the high technology area at a cost of \$1,141,000. A special collaborative project in the Central Massachusetts region now links school districts with four major high technology firms in order to improve counseling and student exploration of careers. In total, 19 programs in high technology fields enrolling approximately 1,720 students at the secondary and postsecondary levels are now funded by a combination of federal, state and local monies in Massachusetts.

Division of Occupational Education increased reviews of Chapter 74 vocational programs

Monitoring of Chapter 74 vocational programs was expanded during FY80. Twenty school districts received program audits, 55 school districts received on-site monitoring, and 87 school districts awarded federal vocational education funds received on-site monitoring. This represents a significant increase in the amount of program review in the field by the Division of Occupational Education.

Program audit conducted of all occupational education programs in Boston Public Schools

In March 1980, the Division of Occupational Education conducted a comprehensive program audit of all occupational education programs in the Boston Public Schools. The audit, which involved 75 staff members from the Division of Occupational Education, other divisions, regional education centers, and school district staff, included interviews with school administrators, teachers, and students. Occupational programs in the nine community districts were observed and evaluated. A preliminary district-wide program report was given to Superintendent Wood in June. Following local review, a final report was to be presented in the fall of 1980 to the Boston School Committee.

Preparation of Admissions Update Manual completed

In November 1979, the Division of Occupational Education completed the preparation of a new *Admissions Update Manual*. Eight workshops were conducted in November for Department staff and selective secondary vocational school staff on the use of the new *Admissions Manual*. Completion of the approval of all 48 admissions plans for the selective vocational schools was expected in June. Results of the 1979-80 admissions plans indicate increased enrollments in all previously underserved categories of students.

Concurrent with the regional review of admissions plan updates, the Department began development of the so-called Methods of Administration Plan for implementation of new U.S. Office for Civil Rights vocational education guidelines. A Civil Rights Task Force was established representing the major operating units of the Department, and training for implementation of the new plan was scheduled to begin in August 1980. The guidelines have now been incorporated in the admissions plan process.

Evaluation of Vocational education programs in community colleges completed

An evaluation of federally funded vocational education programs in community colleges was completed in collaboration with the Board of Regional Community Colleges. This evaluation was conducted to determine the extent to which the Joint Policy on Postsecondary Occupational Education is being implemented with the funds made available for this purpose.

Phase I, which was a preliminary draft, provides a description of the status of program completions, a summary of programs funded, and curriculum activities. Phase II, scheduled for completion in June, contains supplemental information on individual colleges and more refined data analysis. Data indicate that federal vocational education funds awarded by the Board of Education were being used by the Board of Regional Community Colleges to address the objectives of the Joint Policy on Postsecondary Occupational Education.

Implementation of the Unified Plan for Occupational Education continued in Boston

Continued effort was given in FY80 to implementing the Unified Plan for Occupational Education in Boston, with special attention given to planning for the opening of the Occupational Resource Center in September 1980. A total of \$1.4 million for 36 projects serving over 9,000 handicapped, minority, limited-English speaking, and/or female students was awarded to Boston in FY80. Curriculum development and staff training for the Occupational Resource Center were to be supported by a summer inservice program. Community-based organizations were awarded \$500,000 for the delivery of guidance and counseling services and special programs for disadvantaged students, particularly for those entering or about to enter the Occupational Resource Center.

Two grants totalling \$488,000 have been awarded to Boston State College and Westfield State College to recruit and train minorities as vocational instructors for the Boston schools.

Despite the continued absence of a coherent management system for vocational education in the Boston Public Schools, technical assistance for local occupational planning, program development, curriculum development, and staff training has been provided on a continuous basis.

Regulations governing private trade, business and correspondence schools approved by Board of Education

Comprehensive regulations governing private trade, business, and correspondence schools in accordance with Chapter 826 of the Acts of 1977 were promulgated during FY80. Following public hearings, the Board of Education approved the regulations in May. Plans were underway to implement these regulations by June 1980.

GUIDANCE AND COUNSELING SERVICES

Conference and workshops held to augment personnel skills in providing more effective counseling

A statewide conference entitled "New Directions in Guidance and Counseling Services in Massachusetts" was held in Sturbridge in November 1979. Thirty-four of the 35 programs included in the *Resources for Schools* guidance and counseling handbook were presented. The conference was designed to provide model program information and technical assistance to school districts on alternative approaches to counseling. School personnel had the opportunity to meet the program developers, hear detailed descriptions about each individual program and exchange information and ideas about guidance and counseling services.

To further augment personnel skills, 59 inservice sessions were coordinated by the guidance and counseling staff of the Bureau of Student Services. Areas covered included the Board of Education's *Position Paper on Guidance and Counseling*, drug and alcohol education, working with families, counseling for non-counselors, Student Records Regulations, counseling skills, sex-fair counseling, group guidance techniques, career guidance, peer counseling, and the role of the counselor. Over 1,200 participants attended these sessions.

Grant awarded to improve guidance services for career decision making

Guidance services for career decision making were strengthened in FY80 through the awarding of \$1.2 million in federal vocational education funds for secondary and postsecondary schools. Approximately 180 teachers, counselors, and administrators from secondary schools and community colleges participated in a three-day workshop entitled "Training Women for Technology." The Division of Occupational Education conducted a three-day training program for career guidance specialists on alternative approaches to counseling, promotion of sex equity and services for linguistic minorities. The Division completed a handbook on *Strategies to Expand Students' Career Options*. This publication has been planned for distribution to school districts. Another project entitled "Counseling Support Group for Students in Non-Traditional Vocational Programs" was also funded.

Under the State Plan for Career Education, six regional workshops on its implementation were conducted. A *Career Education Handbook* was published to help strengthen the knowledge and skills of students, parents and counselors. Approximately \$450,000 was awarded to school districts for 39 career education projects, of which 14 included training programs, that were funded through the Commonwealth Inservice Institute.

New efforts by the state Division of Employment Security directed to strengthen services to schools and school-aged youth

Support and collaboration were directed to new efforts by the state Division of Employment Security to strengthen services to schools and school-aged youth. The "In-School Job Matching Project" was expanded to include 12 high schools across the state. Approximately 5,000 interviews and 2,500 placements have been projected. While FY80 data were not yet available, progress toward this goal has been reassuring. The Bureau of Student Services provided an intensive week-long training program in February to Division of Employment Security counselors and their supervisors.

Workshop topics included group guidance techniques, setting up advisory councils, the proper use of career interest inventories, sex-fair and culture-fair counseling, student use of career interest inventories, transferability skills, curriculum development and working with parents.

COMMUNITY EDUCATION AND ADULT SERVICES

Workshops held to stimulate planning for implementation of new community education models

Department staff, in cooperation with the State Advisory Council on Community Education, have completed 12 of 15 workshops for school committee members, superintendents, and local advisory groups. At the request of the planning groups, the remaining three workshops are to be held in September 1980. This process has stimulated the planning for implementation of new community education models in 19 cities and towns during FY80. To date, the community education network has involved 425 members. Department

staff and advisory council members will provide continued technical assistance to all persons interested in community education. A subcommittee of the state Advisory Council is following up the Department Advisory Council Survey conducted by the Office of the Deputy Commissioner for Program Operations. This subcommittee has planned to compile and disseminate a summary of state and federal laws or regulations that call for citizen, student or parent involvement at the local level.

Adult education bill to be resubmitted during FY81 session of the Legislature

An adult education bill to implement provisions of the Board's Policy on Adult Education was developed for inclusion in the Board's 1980 legislative proposals. The Board approved its submission, and the bill received a favorable vote of the Joint Education Committee and of the Senate. Major adult education associations testified in support of this bill. As of June 1980, the bill was still in the House Ways and Means Committee. This bill will be recommended for resubmission during the FY81 session of the Legislature. The Bureau of Adult Education has been reorganized into the Bureau of Community Education and Adult Services in order to coordinate all such activities in the other state education agency.

First external high school diploma program certified as reliable and valid

Six external high school diploma programs are being developed across the state in cooperation with school districts and CETA prime sponsors. At least one, Worcester, has been reviewed and certified as reliable and valid by the Joint Educational Review Panel of the National Institute of Education and the U.S. Office of Education. To promote program quality, the Bureau of Community Education and Adult Services contracted to field-test three models of evaluation in three learning centers. Initial results showed the need for a statewide management information system before meaningful program evaluation could occur. All 45 projects and General Educational Development (GED) test centers have been monitored at least once by regional staff.

During FY80, emphasis has been given to increasing access to adult education for minority, handicapped and limited English-speaking adults. Significant increases were achieved in expanding high school diploma enrollments of previously underserved populations.

Increase in Enrollments		
	FY79	FY80
Minorities	3,800	4,900
Handicapped	2,700	3,900
Limited-English Speaking	4,500	6,000

The total enrollments in high school diploma programs increased from 18,000 in FY79 to 22,000 in FY80. Training programs for staff have been provided to meet the needs of these special populations.

TRANSITIONAL BILINGUAL EDUCATION PROGRAMS

Comprehensive evaluation design developed for transitional Bilingual education programs

Transitional bilingual education programs in 42 school districts were monitored on-site during FY80. Twenty-eight (66.7%) school systems were visited more than once, and 23 (54.8%), more than three times. The Lawrence, Northampton, and Fitchburg school districts received full program audit reviews.

School districts were provided with assistance in organization, curriculum, and evaluation. A comprehensive evaluation design for transitional bilingual education programs was developed and field-tested for implementation in FY81. A guide for parental involvement, which includes a manual for conducting meetings and a scenario with script on parental involvement, has been published and disseminated. In addition, a manual on local evaluation of transitional bilingual education programs has been developed.

In hopes of promoting parental involvement, plans were made to conduct a parent workshop. Less participation than anticipated led the parent representatives to reschedule the workshop for the fall, 1980.

ORGANIZATIONAL STRENGTHENING AND CAPACITY BUILDING

To strengthen local school district governance and operations, the state Department of Education promotes structures and services which strengthen the local capacity to educate the Commonwealth's children and adults. Town, city and regional school districts are the key agents under Massachusetts law for carrying out the state responsibility. As such, they are held accountable for meeting state standards and laws.

The Commonwealth Inservice Institute became fully operational

The Commonwealth Inservice Institute became fully operational in FY80 and serves as the Department's primary vehicle in assisting school personnel in the development of training programs.

Steps were taken to streamline the processing of training grants in accordance with the criteria of the Board of Education's policy governing the Institute. The process now averages five weeks compared to more than six weeks in FY79. Grants under \$2,000 can now be awarded in one week. A total of \$572,000 was assigned to the Institute in FY80 from federal and state discretionary programs for school district training. The award of 257 grants provided training for approximately 4,200 teachers and other personnel in 180 school districts. This initiative, over time, may prove to be the Department's most effective means of helping classroom teachers to improve instruction at the individual school level.

Grants were awarded to improve efficiency and cost-effectiveness in school districts

New priority was given by all units in the funding of grants to improve efficiency and cost-effectiveness in school district operations and programs. Grant awards included funds for special education low-incidence and Bureau of Institutional School transition programs. Other programs funded addressed the elimination of instructional and administrative deficiencies identified through program audits, management training for school administrators, and validation and adoption of successful energy management practices and programs. The Division of School Facilities and Related Services coordinated this effort, and 23 successful energy conservation practices were validated. A publication, entitled *Focus On: Energy Conservation Practices in Schools*, was disseminated to school districts to assist in improving management practices. To further promote these practices, workshops were conducted. These efforts were coordinated with those of the United States Office of Education in promoting more efficient school management practices.

Resource of recommended practices developed to help public school districts improve personnel evaluation

A representative Study Committee on the Evaluation of Educational Personnel was formed in FY80. The committee presented its report to the Board in June. After the report is forwarded to Regional Education Councils for reactions, local school districts can expect to receive it in the fall, 1980. The committee held three public hearings and developed a comprehensive report, which included the principles of evaluation, recommendations to local school districts, illustrative practices, and models of school district evaluation plans. A comprehensive review of evaluation practices in Massachusetts school districts was conducted by

the staff and was included in the report along with a survey of training programs for evaluators and a review of the legal aspects of evaluation. The report provides school districts with a comprehensive resource of recommended practices for local consideration which hold promise for the improvement of personnel evaluation practices in Massachusetts public school districts.

Regional education centers provided continued direct service to school committees

The trend towards providing direct service from regional education centers to school committees through on-site meetings continued to accelerate. A total of 48 presentations to school committees were held in such areas as local aid, transportation, school finance, special education, district reorganization, basic skills, and Department services. Eleven workshops were held for school committee members at regional centers, with local aid the major focus. In addition, eight special workshops were held for student members of school committees, and two for newly elected members. Regional center newsletters are now mailed to school committees on a regular basis. The regional education centers have responded to the Board's desire for greater outreach specifically to school committees. Continued attention to this effort will be given during FY81.

Advisory Committee on Energy Conservation became operational in August 1979

A state Advisory Committee on Energy Conservation was formed and became operational in August 1979. The advisory committee was formed with representatives of school committees, superintendents from each of the Department's six regions, and such additional representation as was deemed appropriate to advise the Board, local school officials, and other state agencies regarding energy issues and policy options. This advisory committee assisted in shaping responses to the increasing cost and scarcity of fuel and electricity. Energy conservation materials, information, and copies of the publications *Approaches to Energy Conservation—A Guide for Massachusetts School Administrators* and *The Effect of a Four-Day School Week on Energy Use in Massachusetts* were distributed to school officials. Close liaison was maintained throughout the year with the state Energy Office. Thanks to a mild winter in Massachusetts, shortages did not occur, but the Department was prepared. The Bureau of Community Education and Adult Services staff have been meeting on the regional level to promote energy conservation and related educational programs. Approximately 200 participants attended a statewide Energy Education Conference conducted to promote energy education with displays of curriculum and instructional aids.

School officials received assistance in various aspects of school management

- Twenty-five school districts were assisted in exploring long-range district regionalization plans. Copies of the Department publication entitled *The Organization of School Districts in the Commonwealth of Massachusetts* were distributed to school officials.
- Eleven school districts received technical assistance with facilities needs assessments related to declining enrollments.

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- Twenty-three school districts received management assistance to improve food service operations. Management improvement and energy conservation workshops and seminars were attended by 650 food service managers and staff. Grant awards supported the managerial training and on-the-job training for 500 food service managers and staff.
 - Eleven school districts received technical assistance in the implementation of Federal Section 504 access-of-facilities requirements.
 - Seventeen regional workshops were conducted for local school officials responsible for completing the *1979-80 Fall Statistical Report* and the *End-of-Year Report*.
 - Sixteen school districts received assistance in improving transportation programs. Three hundred participants attended the State Conference on School Transportation and 225 school officials and school bus contractors attended Department-sponsored transportation management and energy conservation workshops.

All these efforts are part of the overall objective of the Department to promote cost-effectiveness in school district operations.

Status of middle school/junior high school education reviewed

A special study committee was formed to review the status of middle school/junior high school education in Massachusetts. This committee has been conducting a review of the research, literature and educational practices in schools for early adolescents. The members have developed a definition, a set of basic assumptions, and draft recommendations on the appropriate environment and learning objectives for these students. The response to an informational public meeting this past April was very positive and helpful to the committee. A hearing was scheduled for September to receive public reaction to the resultant recommendations. The final report from this review is to be presented to the Board in November 1980.

Colleges and universities were familiarized with the new program approval certification regulations

The Bureau of Teacher Preparation, Certification and Placement, in cooperation with the Advisory Commission on Educational Personnel, worked with colleges and universities to plan implementation of the new program approval certification regulations. The new regulations will make completion of an approved program the primary route to certification in Massachusetts, and they will increase efficiency by enabling the bureau to certify most applicants on a group basis rather than individually. Program approval visits have been scheduled for the next three years at each of the 51 Massachusetts colleges which prepare educators. Specialists have been assigned as coordinators to work with each institution. They are corresponding and meeting regularly with faculty members to advise them on the regulations, to prepare for the three-day program reviews and to organize the visiting teams.

A handbook answering questions about the new regulations has been scheduled for distribution in the fall. These activities are on schedule for the 1982 implementation of the new certification regulations.

EQUALIZATION OF EDUCATIONAL OPPORTUNITY

The state role is to assure that constitutional and legislative requirements for public elementary, secondary, and adult education are met. The state is also responsible for seeing that education is financed in a manner which is equitable and for providing leadership to promote equal educational opportunity in the Commonwealth.

Priority directed to improve state aid to education

Highest priority was directed to the improvement of state aid to education on an equalizing basis. Department staff presented workshops at regional centers and to educational associations to inform the education community and the public about the implications of certain 1980 educational ballot propositions regarding tax and expenditure limits. This effort was conducted in conjunction with educational associations and other organizations which share the Board's goal of equal educational opportunity. Reports have been made to the Board, and the Commissioner's Ad Hoc Committee on School Finance has met periodically to discuss data provided by the Department's staff analysts. The various associations used Department printouts as a common data base on the propositions. Despite the Department's strong effort, the status of level funding of state aid to education in the FY81 budget and of the various tax propositions was yet to be determined as of June.

The Board continued its participation in the Boston desegregation case

The Board continued active participation in all matters before Federal District Court Judge W. Arthur Garrity, Jr. in the Boston school desegregation case. Assistance was provided, as appropriate, to the Boston Superintendent of Schools in implementing the orders of the Court. The major focus of court proceedings in FY80 dealt with the Unified Facilities Plan and school closings. A commendable effort was made by the Department's attorneys and staff to successfully conclude the Unified Facilities Plan. In the face of very difficult obstacles, it did not succeed. Additional efforts to comply with the Unified Plan for Occupational Education were made with some progress.

Magnet programs received continued support

Continued support was given to magnet approaches to voluntary integrated education (including urban and suburban cooperative programs), to university pairings, and to pairings of schools with cultural institutions. Emphasis was placed on improving the policies under which METCO and part-time magnet programs are administered, and on increasing school-level involvement in setting directions for these programs.

Grants Awarded in FY80 under Chapter 636		
Programs	\$ Awarded	Beneficiaries
METCO	6,960,266	3,436 students
Part-time urban/ suburban magnet programs	1,009,029	6,714 students
University/cultural partnerships	2,782,847	45 university 55 cultural
Magnet schools	2,690,971	34 schools (5 cities)

Training program for Department professional staff rescheduled

To increase the capacity of Department professional staff and to further emphasize the Board of Education's commitment to equal educational opportunity, all program personnel were to participate in a training program to promote Department-wide efforts to monitor, assist and enforce laws governing the prevention of discrimination based on race, sex, national origin or handicap. Due in part to unresolved issues about the focus of the training, this endeavor was not undertaken during FY80. As the process of developing the Office for Civil Rights vocational education compliance plan gave focus to Department-wide needs, training was scheduled to fit that plan. Therefore, initial training of key decision-makers was delayed until August 1980, and regional and central training was delayed until 1980-81. Training for review of vocational school admissions plans did take place during 1979-80, as did training in the Division of Special Education and in some regional education centers.

School districts were assisted in improving the education of minority students

School districts which were seeking to improve methods of educating minority students or to comply with state and federal equal opportunity requirements were provided assistance during FY80. Cambridge, Boston, Lawrence, Methuen, and Lynn received technical assistance in developing plans to reduce racial isolation and to conform with constitutional obligations. School committees in these districts adopted or were considering plans which represent major progress toward racial integration. Lowell, Holyoke, and Worcester received training in taking the first steps toward the development of such plans. Similar assistance in developing and implementing plans for students of limited English-speaking ability was provided to Boston, Brookline, Brockton, Cambridge, Chelsea, Amherst, Fall River, Hudson, Lawrence, Northampton, New Bedford, Salem, Stoughton, Springfield, and Waltham.

Special attention was directed to the 134 schools in the Commonwealth which have more than 30% minority enrollment. At least 120 (89.5%) did receive direct assistance through funding and/or on-site training and advice in FY80.

PUBLIC ACCOUNTABILITY

The state role is to promote public awareness, understanding of and involvement in education. Public support of education carries with it an obligation for public accountability in a systematic and understandable manner and responsiveness on the part of school personnel to public interest in education.

Review of program evaluation practices conducted to help improve quality

A comprehensive review of evaluation practices for federal and state grants awarded by the Department of Education was conducted during 1979-80. The purpose of this review was to improve the quality of program evaluation so that better information can be provided to the public, local officials and the Board of Education. This review was led by the Office of Executive Planning and involved all grant programs administered by the Department. Upon completion of the review, the resultant recommendations were presented to the Board. Implementation of these recommendations is to be included as an objective in the FY81 Operational Plan.

Dissemination effort mounted to inform special populations of career choices available through occupational education

In December 1979, the Board approved a grant for the development and implementation of a dissemination effort mounted by the Division of Occupational Education to better inform minority, limited English-speaking, and special needs students and their parents of the career choices available through state and federally supported occupational education. In April 1980, the Division received the Phase I report which covered populations to be served and strategies for strengthening services to special populations. The next phase will involve implementation of these findings.

Four public service announcements were prepared to be used on television statewide in September. These announcements stress the broadening of career aspirations for female students. In addition, \$30,000 in state funds was granted to the Boston Public Schools to recruit students for programs in the new Occupational Resource Center so that each program will be racially and sexually representative of the school population.

Department's complaint management system made more efficient

The Office of Regional Services reviewed the operation of the Department's complaint management system to assure prompt and systematic response to public complaints. The system was monitored on a monthly basis through review of monthly summary reports from each central and regional unit and through periodic site visits and team meetings. Problem areas were reported to the Commissioner and forwarded to appropriate managers. A year-end report was prepared for the Commissioner noting that 880 complaints were registered at the six regional centers and at the central office during FY80. Of these, the majority were in special education (transportation, educational plans, placement) and student services (students' rights, due process, equal access). A total of 758 complaints has been resolved and the remaining 122 were still being investigated in June. The Department now has a uniform operational system for receiving, resolving and monitoring complaints from the public.

1979 Statewide Assessment results presented to the Board

A report on the findings from the 1979 Statewide Assessment of the reading, writing and mathematics skills of high school seniors in Massachusetts was presented to the Board and at six regional workshops conducted during the fall, 1979. Over 500 persons attended the workshops. School districts are using these data for purposes of setting local standards for the state basic skills tests.

Review of Department advisory committees and commissions conducted

Under the direction of the Deputy Commissioner for Program Operations, a review of all Department advisory committees and commissions was completed to determine their effectiveness, adherence to their charge as approved by the Board, and degree of support from Department units with which they work. Data were collected from and validated by all advisory groups. An evaluation was conducted, and the report was presented to the Department's Executive Committee and to the Board in April. The aim of this review was to make recommendations which help strengthen, modify, continue or phase out present advisory groups so as to assure that the system of public involvement and public advice available to the Board and Department continues to be vibrant and fully representative.

Twenty-nine regional and 23 statewide groups were identified and surveyed randomly; 50% responded. Department liaison staff and the advisory groups themselves will be implementing these recommendations. Associate commissioners and regional center directors are acting to increase the effectiveness of those advisory groups where weaknesses were identified. This review is to become a regular activity of the Department to assure a continued effective advisory system.

INTERAGENCY COORDINATION

The state role is to coordinate educational policies and services with other state and federal policies and services affecting children and families. Governmental actions can assist local school districts or impede them in carrying out these services. The state educational agency makes an effort to closely collaborate with and coordinate other state agencies, particularly in special education and in occupational education.

Index of Resources updated for FY80.

The Department's *Index of Resources* was updated for FY80. This booklet is a compilation of funding allocated for use by the Department and other state agencies in comprehensively addressing education, training and employment problems among youth. An interdivisional task force, in close collaboration with the Executive Office of Economic Affairs, has been working on an assessment of the Department's response to the Youth Action Plan. Individual school districts will be provided assistance to improve coordination with local manpower agencies and to promote employment training opportunities for in-school and out-of-school youth. Information regarding funding and other services related to the plan is to be disseminated to school districts during FY81.

Continued attention given to improve education of youths under jurisdiction of correctional system

Steps to further improve the quality of educational services available to youths within the jurisdiction of the correctional system were undertaken by the Divisions of Occupational Education and Special Education and the Bureau of Community Education and Adult Services in conjunction with the Department of Corrections, Department of Youth Services, and the County Houses of Correction. Seven employment training projects (three in the County Houses of Correction and four in the Department of Corrections) have been funded for almost \$500,000. Priority has been given to promising fields of employment.

An interagency agreement between the Division of Special Education and the Department of Corrections has proved successful. Special education programs at nine Department of Youth Services secure facilities have been operational throughout the year. Interagency agreements have also been negotiated with three County Houses of Correction.

A start-up program to develop model projects for the County Houses has been jointly funded by the Bureau of Community Education and Adult Services and the Division of Special Education. The Bureau of Community Education and Adult Services now waives administrative fees for General Education Development certificates for all inmates in correctional facilities. These interdivisional achievements represent a continuing effort to provide educational services to all parts of the correctional system in Massachusetts.

Efforts continued were made to improve and provide resources on health-related issues

The Bureau of Student Services has continued to collaborate with the Departments of Public Health and Mental Health to promote better health education, drug and alcohol education, and guidance and counseling.

A steering committee representative of these agencies, as well as parents, students and practitioners in the field, was formed to advise the bureau in its continuing efforts to improve and provide resources to local school districts.

Thirty workshops on health-related issues were planned, coordinated and carried out by Bureau of Student Services staff. Over 1,500 teachers, coaches, physicians, nurses, administrators and parents participated. The bureau has also continued to collaborate with the Departments of Public Health and Welfare on ensuring full immunization of children and access of foster care youth to schools. Bureau staff, in cooperation with the University of Massachusetts Medical School, initiated a program in sports medicine. Two 30-hour sessions on sports medicine were attended by 210 coaches, nurses, physical education instructors, and athletic trainers.

First institute for retraining displaced teachers became operative in FY80

In collaboration with institutions of higher education, private sector employees and the Massachusetts Teachers Association, plans were made for a center to retrain teachers displaced by declining enrollments for new careers in employment fields which need mature, college-educated personnel. The first High Technology Institute for Educational Personnel has been funded and is currently in operation at South Middlesex Regional Vocational School. The Board approved a grant for \$78,989 to retrain teachers for new careers in the computer technology field. A total of 240 teachers applied for the 34 openings available.

Funding is expected for a second institute which will prepare teachers to become technical writers. These efforts to retrain displaced teachers have had strong support from high technology firms. One firm has already committed itself to employ any graduate of the institute. This is a unique venture nationally as well as in Massachusetts.

Third Party Entitlement fee to be resubmitted during 1980-81 session of Legislature

The Division of Special Education, in cooperation with the Department of Public Welfare, had planned to train school officials regarding access to third party payments from private insurers and Medicaid for certain special education services. Despite extensive efforts to promote its passage, the Third Party Entitlement bill was not enacted and training by the Division had to be cancelled. Members of the Joint Education Committee will renew this effort in the 1980-81 legislative session.

EFFICIENT AGENCY MANAGEMENT

The state role is to provide leadership for public elementary, secondary and adult education in administering state and federal laws. The state Department of Education emphasizes efficiency and assistance as well as regulation and monitoring. While the state educational agency should be an effective arm for carrying out the state Board of Education's responsibility to support, serve and plan education in the Commonwealth, it should also be a source of leadership, assistance and information for local school districts.

Initial headway has been made to reduce paperwork

Under the direction of the Deputy Commissioner for Program Operations, a Department-wide review was conducted with the aim of reducing the paperwork burden on school officials by at least 20% by FY81. All reports, forms, and applications required by school districts were collected. The materials were then reviewed by staff and by local school administrators responsible for reporting to the Department. Recommendations were made and reviewed by a departmental committee.

Some paperwork reduction has already been achieved in the following areas:

Special Education

- Some forms eliminated; others streamlined.
- Individual Education Plan form shortened.
- Annual Plan now includes grant request: checklist format rather than narrative.

Occupational Education

- Simpler local plan form.
- One application for all the funds allocated to a district.
- Separate occupational education forms consolidated into the End-of-Year Report.

School Facilities and Related Services

- All school food services programs included under one agreement renewable every four years.

Curriculum and Instruction

- Title I plan now required for each three-year period; formerly, annual evaluations were required.

Administration and Personnel

- Eight tables eliminated from the School System Summary Report; another table reduced.

Equal Educational Opportunity

- METCO reports reduced.
- Chapter 636 proposal format simplified.

As part of this review, a centralized approval system is to be established to monitor and govern all data collection activities. Ongoing efforts to further reduce paperwork will continue in FY81.

Recommendations for improved grants management system submitted Executive Committee

The Grants Management Committee submitted to the Executive Committee its recommendations for an improved grants management system. The objective of these recommendations is to establish simplified

and uniform application procedures and forms for all discretionary grant programs administered by the Department. As a first step, one set of assurances was obtained from local school districts for all grant programs. The result achieved is noted above under the objective to reduce paperwork.

Implementation of Handbook II initiated

An accounting manual has been developed for school officials in cooperation with the Massachusetts Association of School Business Officials to initiate implementation of *Handbook II*, the federal uniform classification system for public schools. The manual, entitled *Financial Accounting for the Public Schools of Massachusetts*, was prepared with the assistance of a consulting firm. A committee composed of five school business officials and Department staff has reviewed the manual and has proposed an implementation plan for conversion to the new system. This plan calls for the designation of six to ten pilot school districts that would voluntarily begin conversion to the new system over the next year, with an evaluation next spring of the feasibility of a state-wide changeover. The recommendations of this group are still being reviewed, and further suggestions from school officials will be sought before moving ahead with the pilot projects.

Evaluation system for employee performance is under development

Initial steps have been taken to implement an employee performance evaluation system, in addition to the existing manager performance evaluation system which has already been implemented. The Bureau of Personnel and Staff Development conducted a study of the performance evaluation systems already in existence or being considered in other state agencies. The findings of this study have been presented to an advisory group of Department managers for consideration. This advisory group will continue to develop an evaluation system which meets the Department's needs and to develop a detailed implementation plan. At present, the plan calls for the selection of a small number of bureaus and regional centers as pilots for the new system during FY81. An evaluation and redesign phase would begin in the spring. Full implementation on a Department-wide basis is planned for FY82.

Utilization of Computerized information strengthened.

An Electronic Data Processing [EDP] Steering Committee was established in FY80. Chaired by the Deputy Commissioner for Program Operations, this committee met several times during the year and will continue to meet to identify priority needs in the data processing area.

Several management training sessions in the use of computer technology were held in the spring 1980. Department staff received training in the use of statistical programs which aid in the analysis of large volumes of data.

The newly acquired computer graphics capability has been used extensively during the last few months of FY80. This has significantly increased the Department's ability to present information in a more readily understood format.

A draft of a user services manual has been prepared and discussed with the EDP Steering Committee. It will be completed in FY81. Several other documents which will increase the accessibility of the Department's data files were also being prepared at the end of FY80.

Following Design Options' recommendations, systems design and programming for a Grants Information System has been completed, and FY81 grants are being entered into the system as awarded. This system was designed using the data base management system TOTAL and report writer system ATHENA. Although final reports will not be available until the end of FY81, interim reports will be produced periodically throughout 1980-81.

Affirmative action given continued priority

Department hiring and contracting procedures have continued to give high priority to affirmative action. As of January 31, 1980, 15% of the Department's work force was minority, up from 12% the previous year. The current percentage as of June 17, 1980, has dropped slightly to about 14%, largely due to the effects of the state hiring freeze that has been in place since January 22. This drop in representation shall be quickly corrected once the hiring freeze is lifted.

Complete H.E.W. audit report expected by November 1980

The complete H.E.W. Audit Agency Report on Vocational Education has not yet been received, although promised by November 1980. A response to the recommendations noted in the draft audit report has been prepared but will not be submitted until the so-called supplementary audit report has been received.

Fiscal audits of federal special and occupational education and curriculum and instruction grants conducted

The overall effect of FY80 fiscal audits of federal special education, occupational education and curriculum and instruction grants was to make approximately \$700,000 available for redistribution to all school districts. One million dollars in transportation claims was excepted, resulting in \$500,000 being available for redistribution to all school districts. The following figures summarize the number and type of fiscal audits that were completed.

50	Special Education/Occupational Education Reimbursement Claims
32	Chapter 636 Grants
30	Bureau of Institutional Schools "03" Contracts
13	Educational Collaboratives
229	Transportation Claims
200	Federal Special Education Grants
200	Federal Occupational Education Grants
400	Federal Elementary and Secondary Education Act Grants
181	Federal/State School Food Services Programs
34	Federal Adult Basic Education Grants

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- 87 Child Feeding Programs (Special)
 - 8 Bilingual Reimbursement Claims
 - 4 Special Education Statewide Grants (FY79)

Efforts expanded to improve the Department's internal organization

The Department's internal organization development efforts were expanded by the Deputy Commissioner for Program Operations to improve planning, coordination and communication throughout the Department and to provide assistance to individual units for strengthened management.

Ten management training seminars were conducted for three separate groups with 80 people participating. Seven management skills bulletins were published. Several individual units and divisions received specific skill training in team building which was positively regarded by the managers involved.

SPECIAL FY80 TASKS

Each year important tasks arise which require the commitment and time of Department staff but which were not included or anticipated at the beginning of the year in the Commissioner's Operational Plan. These are briefly summarized below.

- The Commissioner and Executive Deputy Commissioner participated as *ex officio* members of the Legislature's Special Commission on the Reorganization of Higher Education.

- Last minute action of the Senate Ways and Means Committee placed a special \$350,000 account for cultural institutions in the Department of Education's FY80 budget. Careful negotiations with the Senate Chairman, the State Arts Council and the cultural institutions led to successful disbursement of these funds.

- The Board of Education created a public forum at its February meeting for discussion of the so-called "Truth in Testing" bills that were being considered by the 1980 session of the Great and General Court.

- After careful review, the Board established a new policy for funding community-based organizations under the federal Vocational Education Act.

- Six bills were developed for the Board's 1980 Legislative Packet. These included bills on adult education, postsecondary vocational education, student suspension, transportation of adults to mental health facilities, extension of the School Building Assistance Act, and inclusion of energy conservation projects under the School Building Assistance Act. All the bills received favorable reports from the Joint Education Committee, except for the postsecondary vocational education bill, which is still being studied, and the student suspension bill. None of the bills had as yet been enacted as of June 17, 1980.

- Enactment of a new school prayer law in 1980 triggered much activity and debate until the law was ruled unconstitutional by the State Supreme Judicial Court.

- The following Department programs or issues were reviewed by the Board of Education during its 1979-80 meetings:

- Alternative high school diploma programs
- Health education
- High technology collaboration
- Energy conservation
- Multi-service special education collaboratives
- Effects of local aid and tax propositions
- The cultural education collaboratives
- Chapter 622 and Project SCEE
- Education programs in correctional facilities
- Cost effectiveness programs
- Guidance and counseling

- The Board of Education heard reports from school district recipients of six randomly selected grants from six different funding programs as part of its continuing review of Department grants management.

- The regulations were amended for the following:

- Chapter 74: Instructors of bilingual students and instructors of substantially separate special needs students
- Chapter 74: Work experience on community projects
- School lunch and nutrition: Consolidation of federal and state requirements
- Length of school day and school year
- School building assistance program standards

- The Department operated under a staffing freeze ordered by the Governor for all state agencies during the last six months of FY80.

- Two Board of Education seminars on planning issues for the 1980's were conducted under the leadership of Board members.

- Six of the Board's 11 regular monthly meetings in FY80 were held in regions of the state other than Boston, and included meetings with area school officials and regional education council members. The Commissioner appeared before 51 educational meetings across the state in FY80 for "cracker barrel" sessions and had 22 media interviews aside from numerous telephone interviews.

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